

UN41 box 17
2/7/14/17
SOUTH MOUNTAIN

BATTLEFIELD HISTORIC

TOURISM INITIATIVE



TASK FORCE REPORT

JANUARY 19, 2000



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Governor

Maryland Department of Natural Resources

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February 14, 2000

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RECEIVED

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MARYLAND STATE ARCHIVES

Dear Ms. Evartt:

Enclosed per your request is a copy of the South Mountain Battlefield Historic Tourism Initiative Task Force report. Please don't hesitate to call me at (410) 260-8409 if you have any additional questions or concerns.

Sincerely,

Neal R. Welch
Western Regional Planner

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INTRODUCTION AND BACKGROUND

The Civil War was one of the defining events during the first one hundred years of America's history. In early September 1862, Confederate General Robert E. Lee's Army of Northern Virginia invaded Maryland in an attempt to win a major battle on Northern soil, threaten Northern cities, and encourage secessionists in the State to rally to the Southern cause. Lee believed a successful campaign would induce Great Britain and France to recognize the Confederacy as an independent nation.

Union General George McClellan and his Army of the Potomac pursued Lee into Western Maryland. On September 14, 1862, the Union and Confederate forces fought a fierce battle over a 7 mile stretch of the South Mountain Range encompassing Fox's, Turner's and Crampton's Gaps. The Battle of South Mountain was the first major Civil War battle in Maryland. The Union showing at South Mountain and subsequently at Antietam ended Lee's hope for European intervention and enabled President Lincoln to issue the preliminary Emancipation Proclamation, declaring all slaves in the Confederacy to be free.

The Maryland Department of Natural Resources, the Central Maryland Heritage League, the Friends of Washington Monument State Park, the Friends of Gathland State Park, county and municipal government, tourism offices, private landowners and others have worked closely during recent years in protecting and managing lands and interpreting Civil War events within the historical boundaries of the South Mountain Battlefield. In support of this effort and to provide Maryland's citizens and visitors the opportunity to see, learn and appreciate the important role that the Battle of South Mountain played in this County's history as well as encourage tourism in Frederick and Washington Counties, the Maryland General Assembly passed Joint Resolution 12 during its 1999 session, establishing a South Mountain Battlefield Historic Tourism Initiative Task Force.

The resolution provided for the membership, specified the duties and charged the Task Force with reporting to the General Assembly and the Governor. Specifically, the Task Force was established to assist the Department of Natural Resources in studying and evaluating the potential costs and benefits and the feasibility of establishing a State park at South Mountain, including, but not limited to:

- (1) Identifying funding sources necessary to operate the State Park;
- (2) Recommending procedures for management and maintenance of the State Park;
- (3) Identifying real property needs and property rights issues that need to be addressed; and
- (4) Ascertaining the efficacy of establishing a State Park at South Mountain

This document presents the findings and proposes solutions to the issues that the Task Force was charged with addressing in Joint Resolution 12.

ASCERTAINING THE EFFICACY OF ESTABLISHING A STATE PARK

Congress established the Civil War Sites Advisory Commission in 1993 to study the nation's historically significant Civil War sites, determine their relative importance, assess the threats to their integrity and offer recommendations for their preservation. The Commission designated fifty battlefields as Priority I, which were defined as "having a critical need for action by the year 2000". South Mountain is one of the Priority I battlefields.

In 1998, the Commission published a report that identified the core area of each Priority I battle. The State of Maryland currently owns 2,500 acres of land on South Mountain between Washington Monument State Park and Gathland State Park, as part of the South Mountain recreational complex, that include a portion of the battle core area. These two state parks have operated with minimal budgets and at low capacity during the last decade, and would be revitalized as important components of the South Mountain State Battlefield. The three gaps which the Confederate Army defended and which were the objective of the Union offensive, are all under State ownership.

Maryland contains two other important battlefields, Monocacy and Antietam, which were included on the Civil War Sites Advisory Commission's Priority I list. Both of these sites, which are managed by the National Park Service as National Battlefields, are popular with students of the Civil War. However, Antietam National Battlefield, authorized for a total acreage of 3,245, is an attraction that draws from beyond those with an overriding interest in history. In 1999, 280,000 people paid to enter the visitor's center at Antietam. The National Park Service estimates that as many as 700,000 people may tour portions of the battlefield that are not service fee areas each year. It can be anticipated that many of the visitors to Antietam would also become visitors to the South Mountain Battlefield State Park as the two sites are connected through history and only separated by a few miles.

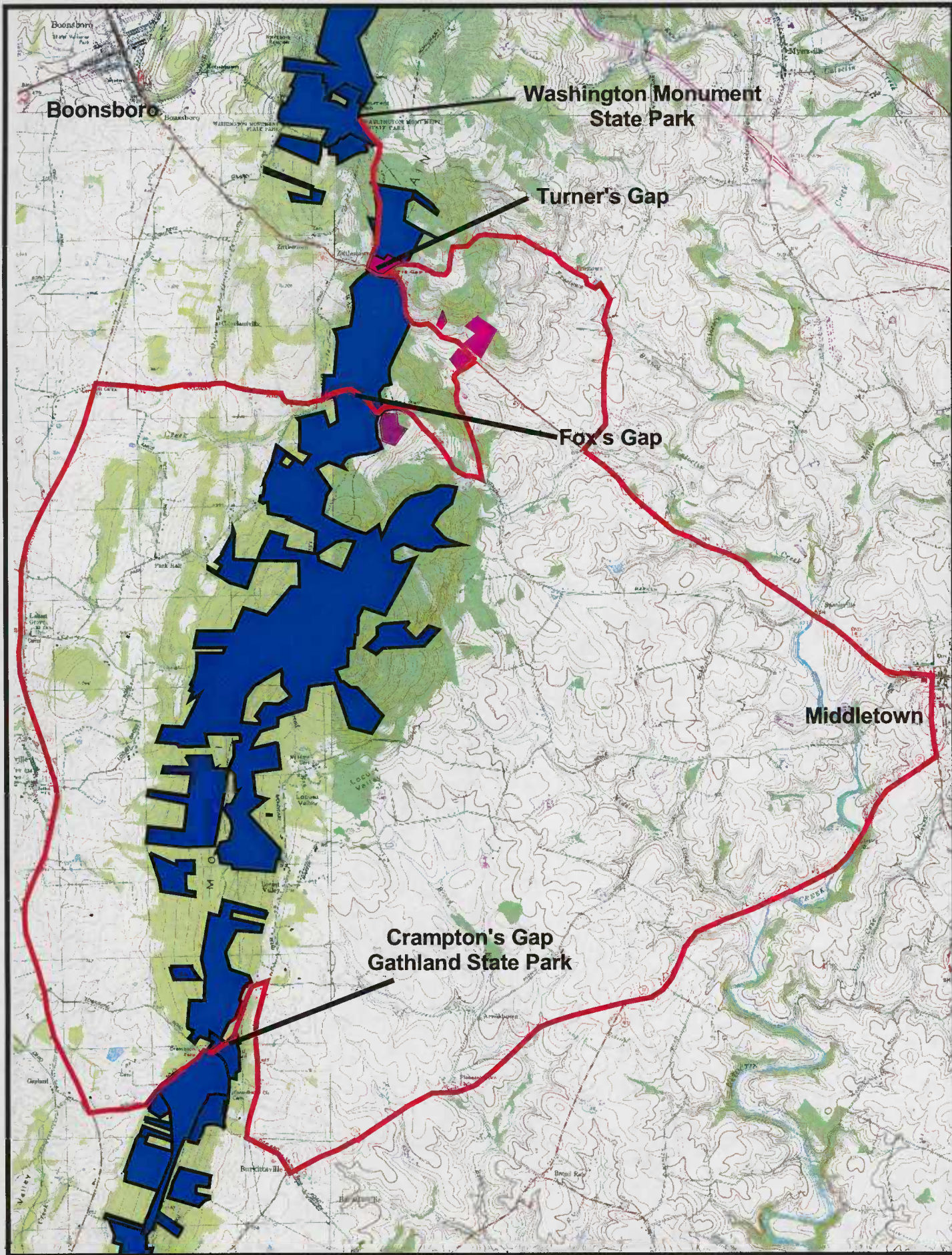
Statistics compiled by the Maryland Office of Tourism Development indicate that travelers who visit historic sites comprise approximately 12% of the destination/overnight person trips to the State. The Office of Tourism Development has studied travel in Maryland and across the country. Data compiled from their investigations indicate that historic travelers spend more and stay longer than other tourists and that travelers visiting Civil War sites contribute the most among all historic visitors to local economic development. The State of Virginia has been very effective at increasing the number of Civil War historic visitors by promoting the connection of different battlefields as part of a "Civil War Trail". The Task Force believes that Maryland would derive similar benefits by promoting Antietam, South Mountain and Monocacy as a package.

In fact, the Office of Tourism Development is leading a statewide Product Development Initiative to develop a Maryland Civil War Trails Program similar to Virginia's. One of six major themes being interpreted is an inter-modal trail highlighting the events culminating in the Battle of South Mountain and Antietam. Such a trail will link new sites developed as wayside exhibits, with existing sites to relate these battles in chronological order. The trail route is actually a touring itinerary that will be marketed to both individual and group travelers, domestically and

internationally. Travel packages will be sold as multi-day visits that may include lodging, dining, attractions, retail, sightseeing, guide services, etc. Results will include greater economic impact from tourism, an increase in tax revenues and the creation of new jobs.

Establishing a South Mountain State Battlefield would certainly financially contribute in a very positive manner to the economies of Washington and Frederick Counties and provide an outstanding opportunity to educate Maryland visitors and citizens about an important event in the history of the United States. A significant portion of the land that was fought over at South Mountain is under public ownership and currently operated as a park, making the initial founding of the Battlefield Park a relatively easy task. Therefore, the Task Force strongly recommends that the land owned by the State of Maryland and the Central Maryland Heritage League between the northern portion of Washington Monument State Park and the property near the town of Brownsville, just south of Gathland State Park along South Mountain be formally re-designated as the South Mountain State Battlefield (See Proposed Boundary Map).

While the initial designation of the South Mountain State Battlefield is a straightforward action, developing the scope of the park including future land protection efforts, interpretive materials, visitor's services and funding for capital items and operations is a much more complicated matter. The Task Force will address these issues in the following sections and recommend a development cycle depending on the availability of funds and the level of visitor interest and support.



Central MD Heritage League

State of Maryland

Proposed Battlefield Boundary

Driving Tour Route

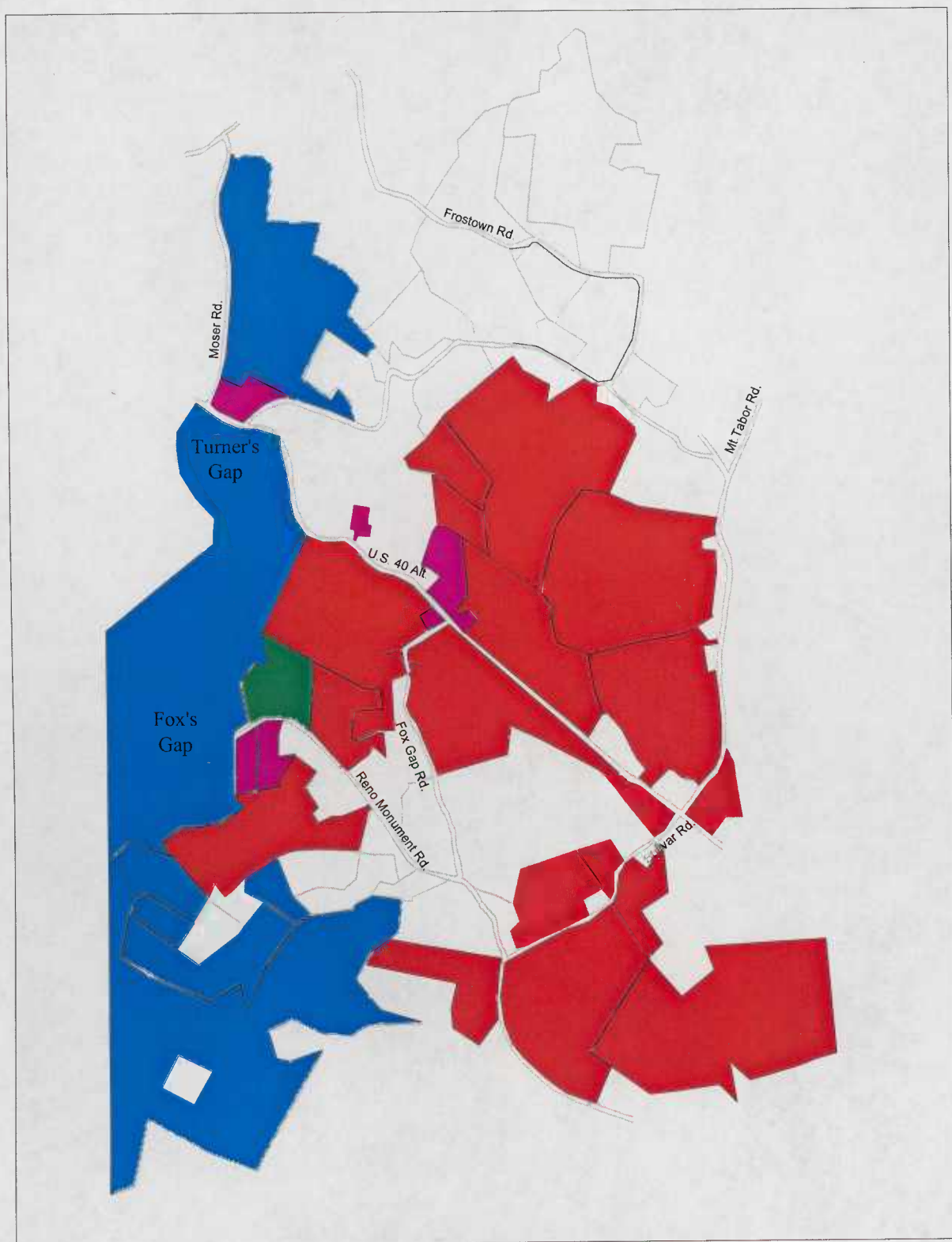
REAL PROPERTY NEEDS AND PROPERTY RIGHTS ISSUES

The Civil War Sites Advisory Commission has identified 25,110 acres in the area surrounding Turner's, Fox's and Crampton's Gaps as the South Mountain Battlefield. This region contains most of the land where the actual fighting occurred, although staging and encampment areas for the two armies stretched from Middletown to Boonsboro. Currently, approximately 4,000 acres are protected. Of the 4,000 acres, approximately 2,600 are in public ownership or controlled by the Central Maryland Heritage League, and are available for use as part of the park. Conservation easements have been purchased on the other 1,400 acres from concerned private landowners (See Protection Program maps).

The State of Maryland has continued or initiated a wide number of programs during the 1990's to address the issues of sprawl development, loss of open space and preservation of natural and cultural resources through heritage tourism. The Maryland Environmental Trust and the Maryland Agricultural Land Preservation Foundation are two organizations that have been in existence for many years acquiring and holding conservation easements. The Rural Legacy Program is a more recent funding addition that helps to protect Maryland's landscape by purchasing conservation easements from willing private landowners. The Governor's Smart Growth initiative helps direct funding for roads, sanitary systems and other infrastructure to areas that are already developed. Program Open Space purchases land from willing sellers for use as local or state parks and forests. The Maryland Heritage Area Program provides a mechanism for funding heritage tourism projects. Establishing a South Mountain State Battlefield and protecting the battlefield through the purchase of easements or land acquisition from willing sellers is consistent with all of these programs. Frederick and Washington Counties have created a Rural Legacy area for South Mountain. These two jurisdictions along with Carroll County have also initiated a Civil War Heritage Area, providing another opportunity to further land conservation near South Mountain. All of these efforts have made the South Mountain Battlefield area a priority for use of Federal funds granted to the State and designated by Congress for transportation enhancement purposes under the Transportation Enhancement Act (ISTEA and its successor, TEA-21). Congress is also revising the Land and Water Conservation Fund, which has not received appropriations over the last five years. This federal program traditionally provided money to the states for conservation purchases. A new category for Civil War Sites preservation is being added.

It is important for the integrity of the proposed South Mountain State Battlefield to protect the land surrounding the gaps where significant fighting and troop movements occurred. However, it is not necessary that all of the acreage be placed in public ownership for the proposed park to be successful. Should no additional acreage be added to the existing public holdings, enough land is now available to develop facilities and interpret the battle in a manner that would attract substantial visitation. Establishing a South Mountain State Battlefield is a necessary step to capitalize on the already substantial investment of public funds. In addition to lands purchased by the State of Maryland, the National Park Service and the Central Maryland Heritage League, approximately 1400 acres of conservation easements have been obtained for approximately \$8,000,000. Of this total, \$4,800,000 is from Rural Legacy and ISTEA. The remaining funds have come from the Maryland Agricultural Land Preservation Foundation and the Maryland

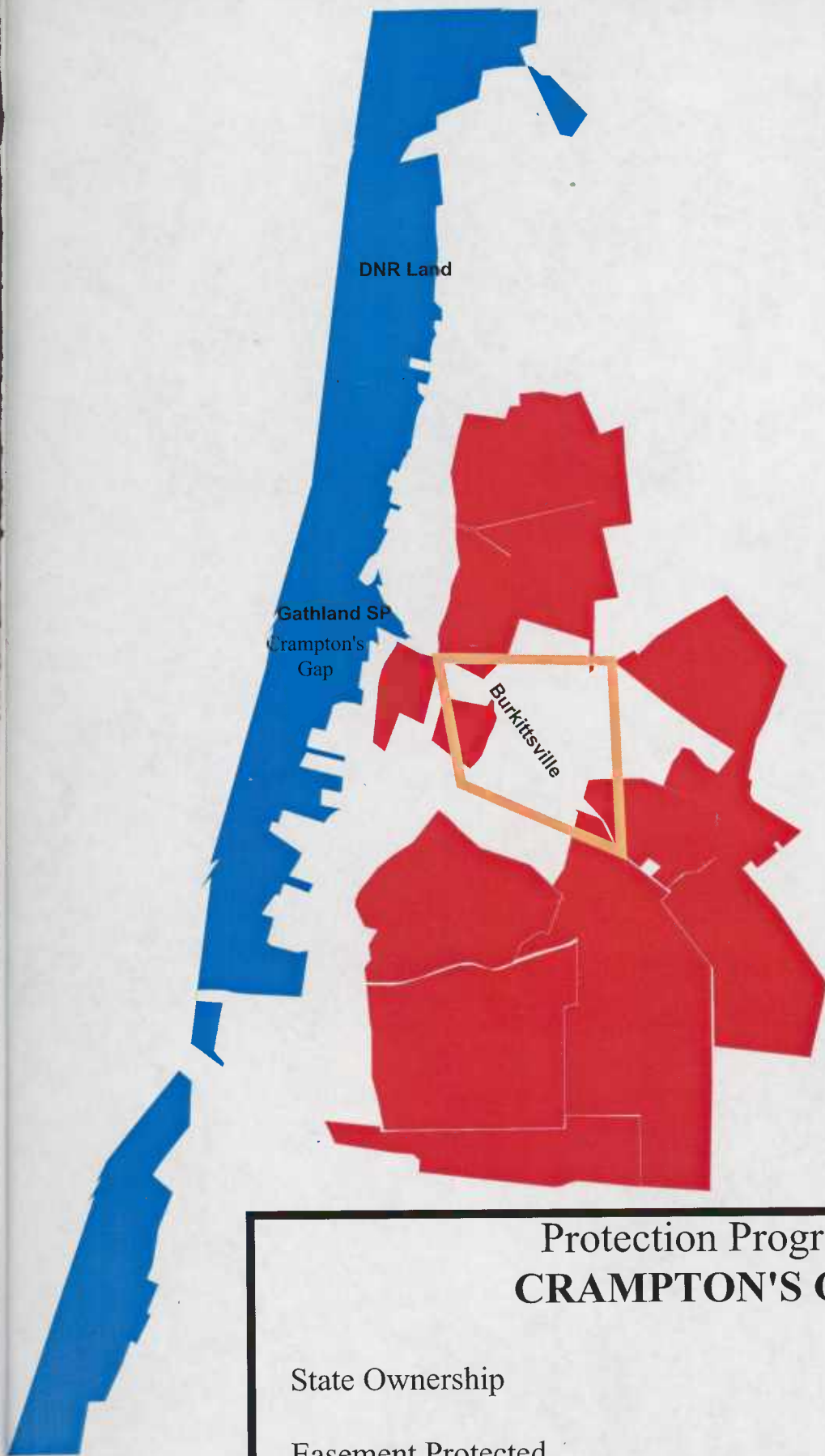
Environmental Trust. The Task Force recommends that easement protection efforts remain ongoing using a mix of identified fund sources. Public acquisition of some extremely battle relevant parcels may be desirable in the future. The Task Force recommends that Program Open Space continue to work with any property owners who may wish to sell their battlefield properties in fee simple. However, the use of eminent domain is not necessary and as a matter of policy will not be exercised.



PROTECTION PROGRAM TURNER'S AND FOX'S GAPS

Key to Funding Sources:

State of Maryland	Blue
National Park Service	Green
Central Maryland Heritage League	Magenta
Easement Protected	Red



Protection Program CRAMPTON'S GAP

State Ownership



Easement Protected



PROCEDURES FOR MANAGEMENT AND MAINTENANCE OF THE STATE BATTLEFIELD

The opening of any new park or tourist facility requires a consideration of the scope of the project as well the cost and amount of management and maintenance necessary to ensure a successful operation. A brief discussion of the facilities, staffing and operating costs of the Monocacy and Antietam National Battlefield should provide a useful comparison as well as guidance for the proposed South Mountain Battlefield State Park.

The Monocacy National Battlefield is a facility that is not operated to provide for full time visitor service. The Battlefield is open seven days a week in the summer, but five days a week for the rest of the year. Two interpretive rangers, one law enforcement officer and four summer seasonal rangers operated the park on a \$418,000 budget in 1999.

Antietam National Battlefield, by contrast, is full time operation that is only closed on Thanksgiving and Christmas Days. Thirty four full time employees work at Antietam, with four seasonal interpretive rangers and a substantial number of unpaid volunteers. The current operating budget for Antietam is approximately \$2,000,000 per year.

The Task Force recognizes that developing and operating a facility the size of Antietam National Battlefield requires resources that are not immediately available. Therefore, the Task Force is recommending that the South Mountain Battlefield State begin as a park with a scope and operating budget similar to the Monocacy National Battlefield. As visitation increases over time, a facility that provides a level of service and requires an operating fund level approximately half way between Monocacy and Antietam may be desirable.

South Mountain State Battlefield - Initial Development

The Task Force proposes that the initial scope of operation for the South Mountain State Battlefield include the following elements:

- 1) **New Name** - South Mountain Recreation Area between the southern boundary of Washington Monument State Park and Gathland State Park be re-designated as South Mountain Battlefield State Park;
- 2) **New Signage** - Appropriate interpretive and directional signs should be developed;
- 3) **New Brochure** - The Central Maryland Heritage League and the American Battlefield Protection Program have developed an excellent guide to the Battle of South Mountain. The guide should either be modified to reflect the existence and facilities of South Mountain Battlefield State Park or a new companion brochure created which serves in that regard;

4) **Enhancements to Existing Park Facilities** - Particularly important are ground exhibits which help to describe the battle, new facades for existing structures, items such as period weapons and costumes for living history demonstrations and landscaping so that visitors achieve a feel for what the landscape was like just before the battle;

5) **Redesigned Museums** - existing museums should be redesigned with improved exhibits and facilities;

6) **Additional Equipment** - some additional vehicles and maintenance equipment will be required for the park to operate efficiently and remain attractive to visitors;

7) **Additional Staff** - the existing staff for the South Mountain Recreation Area, which includes ___ acres and intensive day use and camping facilities at Greenbrier State Park is not sufficient to operate the South Mountain State Battlefield. Six new staff members are proposed for the South Mountain Recreation Area complex as well five new seasonal staff. Additional volunteer labor will also be sought;

8) **Additional camping sites with RV hookups at Greenbrier State Park** - Greenbrier is also located along South Mountain and is a very popular day use and overnight camping park. Additional campsites will accommodate Battlefield visitors and possibly contribute to funding the operations of the new park.

The following chart summarizes the estimated annual operating costs for the proposed South Mountain State Battlefield:

ANNUAL OPERATING COSTS	
ITEM	COSTS
2 PARK TECHNICIANS	\$46,700
2 HISTORIANS	\$73,282
2 PARK RANGERS	\$79,528
(Line item .01)	SUBTOTAL \$199,510
SEASONAL LABOR	\$15,674 / FULL TIME EQUIVALENT x 5
(Line item .02)	SUBTOTAL \$ 78,370
OPERATING FUNDS	
(Line items .03 - .13)	SUBTOTAL \$222,000
	TOTAL \$499,880

The following chart identifies the approximate costs and suggested phasing for upgrading the museums and facilities necessary to initiate a successful South Mountain State Battlefield. Potential funding sources are identified on page 10 under Capital Construction.

CAPITAL IMPROVEMENT PROGRAM				
ITEM	2001	2002	2003	TOTAL
Museum Upgrades	\$151,000	\$142,000		\$293,000
Facility Upgrades	\$90,000			\$90,000
Camping Accommodations - (70 Units)			\$350,000	\$350,000
TOTAL CIP	\$241,000	\$142,000	\$350,000	\$733,000

The Task Force recommends that a committee be appointed to advise the Department of Natural Resources and other state and county agencies on matters relating to the implementation of this report. The committee should be comprised of representatives from the citizen's groups that served on the Task Force as well as individuals representing the two counties and local jurisdictions. A process that is consistent with that utilized for other state park land unit plans should be used for establishing the committee and conducting meetings.

South Mountain State Battlefield - Vision For the Future

If the demand for services and level of visitation eventually warrants additions to the South Mountain State Battlefield, the following elements could be considered:

- 1) Resident Historian - Additional permanent staff position to conduct research and advise programming staff.
- 2) Large Museum - An off site location for a larger facility.
- 3) Permanent Programming Staff - Allows for better interpretation and expanded historical programs.
- 4) Large Visitor Center - An off site visitor facility similar in scope to what is in use at Antietam.
- 5) Theater - Located in the Visitor Center. Able to accommodate up to 100 persons.
- 6) Orientation Film - Would interpret and describe the Battle as well providing information about the State Battlefield.

The visitors center and associated facilities, including possibly a tourist information desk, would likely be located off the battlefield park property. Middletown, Boonsboro or possibly other locations may be considered. Locating the visitors center where existing infrastructure exists would decrease the cost of construction, help preserve the battlefield and allow for better direction of visitors to the three Gaps that were central to the battle. The siting of a large building in such a manner is also consistent with Governor Glendening's Smart Growth Initiative.

Capital Construction

Capital expenditures are one-time costs for buildings, machinery, exhibits and land acquisition. Sources that can contribute to the Small Wars Battlefield State Park project include:

1. **CDR Parkland Historic District** - The historic district is the construction of historic existing structures that would include the Parkland Historic District, Parkland and Wildlife Management Areas. Also provide funds for state and local projects.

2. **Wild Heritage Area Program** - Funding for projects in the Parkland Historic District. Awarded to the National Park Service as part of the National Heritage Area program.

3. **Transportation Infrastructure Program** - A program of the Department of Transportation that provides funding for the construction of roads and bridges.

4. **Small Wars Battlefield State Park** - Funding for the construction of the battlefield park property.

Operating Management

Funding the operating management of the battlefield park property will likely be the most difficult to obtain. The following sources may be used:

1. **CDR Parkland Operating Budget** - Funds operations of the battlefield park property and the historic district.

2. **Wild Heritage Area Program** - Funding for the management of the battlefield park property and the historic district. The program provides funding for the management of the battlefield park property and the historic district.

3. **Small Wars Battlefield State Park** - Funding for the management of the battlefield park property and the historic district. The program provides funding for the management of the battlefield park property and the historic district.

Additional funding sources include the National Historic Landmark Program, National Battlefield Preservation Program as well as the Department of Transportation. A possible funding source is an increase in the CDR Parkland operating budget. The following are the sources of the following year:

FUNDING SOURCES FOR SOUTH MOUNTAIN STATE BATTLEFIELD

There are three different types of funds, land protection, capital construction and operations/management, that are necessary to make the proposed South Mountain State Battlefield a success. Funding for land protection was previously addressed. This section will discuss the availability of sources for capital construction and operations/management. The Task Force will also suggest some additional avenues that could be explored, particularly in the area of operations/management.

Capital Construction

Capital expenditures are one time costs for buildings, museums, exhibits and landscaping. Sources that can contribute to the South Mountain State Battlefield include:

- 1) DNR Capital Budget - Provides money for construction of projects costing greater than \$100,000 on State Forests, Parks and Wildlife Management Areas. Also provides funds for some maintenance projects.
- 2) MD Heritage Area Program - Funding for projects in certified Heritage Areas. Availability of funds based on number of approved Heritage areas and type of projects.
- 3) Federal Transportation Enhancement Program (TEA-21) - A potential source of construction funds if the project has a transportation connection.
- 4) State General Construction Loans (Bonds) - Provides funding for a wide range of projects.

Operations/Management

Funding for operations/management, including routine maintenance will likely be the most difficult to obtain. Possible existing sources include:

- 1) DNR State Park Operating Budget - Funds operations of all Maryland State Forests and Parks.
- 2) MD Heritage Area Program - availability of funds based on number of approved Heritage areas and type of projects. Program probably would be unable to fund operations over the long term, but may be a source for the initial years.
- 3) Washington and Frederick County Share of DNR annual payment - Each county receives 15% of the attainment generated from the use of State Forests and Parks within their jurisdiction.

Additional future sources include the Federal Heritage Area Program, American Battlefield Protection Program as well as Corporate Sponsorship. A possible funding scenario, in addition to an increase in the DNR State Park operating budget, for operations/management is shown on the following page.

Possible Operating and Management Funding Options

